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ABSTRACT

Responsibilities of the City University of New York (CUNY) to the following segments are discussed: the City of New York; the City's residents, the university's students and its potential students; the taxpayer; and functions integral to its autonomy as a city institution. Specific responsibilities include: meeting the City's economic and manpower needs; serving the social and economic needs of the communities; attracting to the university and to the City invaluable research and technical resources; serving the cultural needs of the City, its communities, and its people; providing to the university access to all qualified students; providing opportunities for a quality higher education and a variety of programs to meet the diverse needs, interests, and career aspirations of its students; carrying out its responsibilities at the lowest possible cost to the taxpayer; and assuming and carrying out its responsibilities to the City and its people only as one integrated and autonomous city institution. (SW)

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THE MISSIONS OF THE CITY UNIVERSITY OF NEW YORK

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**THE
MISSIONS
OF THE
CITY UNIVERSITY OF NEW YORK**

Department of Institutional Research
Professional Staff Congress
25 West 43rd Street
New York, New York 10036

Dr. Irwin H. Polishook, President

February 1979

THE CITY UNIVERSITY OF NEW YORK

**Baruch College
Borough of Manhattan Community College
Bronx Community College
Brooklyn College
City College
The College of Staten Island
Medgar Evers College
Hostos Community College
Hunter College
John Jay College of Criminal Justice
Kingsborough Community College
LaGuardia Community College
Lehman College
New York City Community College
Queens College
Queensborough Community College
York College
The Graduate School and University Center**

INTRODUCTION

The City University of New York assumes and carries out unique missions for the City of New York and its people.

While other institutions perform some similar functions, only CUNY fulfills these responsibilities as its stated missions.

This report attempts to define the University's responsibilities

- to the City of New York (Sections 1-4),
- to the City's residents, the University's students and its potential students (Sections 5-8),
- to the taxpayer (Section 9), and
- as functions integral to its autonomy as a city institution (Section 10).

1 ■ CUNY serves the City by assuming the responsibility of meeting the City's economic and manpower needs, thus contributing to the economic development of the metropolitan region.

The means by which CUNY accomplishes this purpose pervade every aspect of its operation and is evidenced in every section of this report.

With the establishment of CUNY in 1961, the University pledged to "assist in the further development of the City, not only as a market place and workshop, but as a human abode, and as the center of cultural and intellectual energy."¹

Since then, CUNY has furnished the City with thousands of its lawyers and physicians, well over half of its teachers, accountants, social workers and nurses, and scores of its public officials. Of all the people who graduated from Baruch College, for example, between 1968 and 1976, two-thirds live in New York and 84 per cent work in the City.² The graduates of John Jay College of Criminal Justice include the current New York City Police Department's Deputy Commissioner, Deputy Commissioner for Criminal Justice, Deputy Commissioner for Community Affairs, Chief of Operations, Chief of Inspectional Services, Chief of Field Services, Chief of Personnel, Chief of Detectives, and Chief of Organized Crime Control.³ This is not to mention the distinguished list of alumni of all of CUNY's colleges in every field of endeavor. The majority of CUNY's half million alumni live and/or work in New York City.

The primary functions of the CUNY colleges are instructional. Those functions have two major objectives: to provide a quality general education essential to the citizenship and personal lifelong fulfillment of its students, and to prepare students for professional and other careers.

The effects of CUNY's general educational programs, its liberal arts and humanities programs, are as difficult to measure here as they are everywhere else, although their value is generally accepted as paramount, even as it relates to employment.⁴

The career components of the CUNY pro-

grams are more measurable.

Some of CUNY's colleges focus more sharply than others on career preparation. LaGuardia Community Collège has pioneered a model cooperative education program that gives all its fulltime students in-service training as part of their two-year curriculum. New York City Community College is renowned for its technological programs in such areas as environmental control and hotel and restaurant management. Other colleges, like Lehman and Hunter, offer strong internship programs in professional and pre-professional fields.

During the past decade, all the colleges have assumed a more active role in career preparation. Since 1970, the number of de-



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degrees awarded in career-related curricula has risen by 6 per cent.

During the year ending June 30, 1977, CUNY awarded 31,000 degrees:

- approximately 9,000 two-year (associate) degrees, of which 33 per cent were in business and commercial fields, 20 per cent in the health science service fields, and 17 per cent in engineering or public service technologies—a total of 70 per cent leading directly to specific career employment, with the remainder in the liberal arts and sciences, mostly leading to further study at a senior college;
- about 16,000 bachelor's degrees, of which 40 per cent were in professional fields; and
- 6,000 graduate degrees, of which 63 per cent were in professional fields.⁵

The University is constantly adapting its offerings to the manpower demands of the



/CUNY

City, its business and its industry.

The Middle Atlantic Region of the United States Department of Labor's Bureau of Labor Statistics has projected an employment need in new jobs and those opened by death and retirement totaling 3,163,000 by 1985 in New York City. Of these openings, 559,000 will be for professional and technical workers, 401,600 for managers and administrators, and 302,900 for craft and kindred workers.⁶

City University bears the lion's share of the responsibility for educating people to fill those jobs.

In the process—by enrolling and preparing for employment significant proportions of economically underprivileged and minority students—CUNY helps alleviate problems of poverty and racial inequity, and thus contributes to the social and economic recovery of the City.



2. CUNY colleges assume the responsibility of serving the social and economic needs of their communities.

Beyond their service to the City in general, the eighteen CUNY colleges have a profound impact on the life of their surrounding communities.

York College's record offers a dramatic example, in that institution's critical role in the life and redevelopment of Jamaica: York's Department of Teacher Preparation has served in every high school in Queens, its Department of Health and Physical Education has generated more than 50 off-campus projects in health agencies and other community organizations, and numerous community projects have been carried out in coordination with such agencies as the Queensboro Lung Association, Phoenix House, the Hillcrest Senior Center, the Boys' Club, the Jamaica Community Adolescent Program, the Legal Aid Society and the Lifeline Center for Child Development.

Similar records of community service have been compiled by every other CUNY college. Examples are:

- The three Bronx colleges—Lehman, Hostos Community and Bronx Community Colleges—in the revitalization of that borough's economy and through such particular services as the Hostos Dental Hygiene Program, which not only trains ghetto youth for careers in the field but also offers free dental care to the South Bronx community.
- Medgar Evers College in its services to the Central Brooklyn black community in general and through such special programs as the Paraprofessional Career Training Program conducted in conjunction with the United Federation of Teachers and the Board of Education.
- The "urban model" of City College in its far-sighted efforts to serve the pressing needs of Harlem through such projects as its Biomedical Program, training inner city physicians.
- Brooklyn College's Student Volunteer Resources Commission, which operates a recycling center, offers mental hospital volunteer work and tutors youngsters through-



out Brooklyn.

- Queens College's Gertz Speech and Hearing Center, which is not only a first-rate academic training ground for speech pathologists and audiologists but a clinical service to the surrounding community.

As integral parts of their colleges' educational programs, all these nontraditional projects perform the dual purpose of enriching instruction and serving the local community.

3 ■ CUNY serves the City by attracting to the University, generating, and transmitting to the City invaluable research and technical resources.

The major instruments of these CUNY functions are (a) the faculty and (b) the Graduate School and University Center.

CUNY is served by one of the outstanding faculties in American higher education. Outstanding in their dedication to teaching as their topmost priority, outstanding in their accomplishments as researchers and scholars, they enrich the student and the City in ways that are not obvious.

The Graduate School and University Center offers 27 doctoral and several master's programs, research institutes and special programs, many of them directly confronting the challenges of the City. It has one of the most eminent teaching and research faculties in the country, drawn from the entire CUNY system, the affiliated Mount Sinai School of Medicine, and the city's specialized cultural institutions. Its facilities extend beyond its midtown Manhattan building—to all of CUNY's libraries (3,750,000 volumes) and research facilities, the New York Public Library Main Branch across the street, and affiliated institutions throughout New York City.

CUNY's graduate programs have attracted scholars whose achievements win national recognition and financial support for research and training—support from federal, state and private (non-city) sources that now exceeds \$38 million annually.⁷ Much of the research focuses directly on the city's problems. Stanley Milgram, to cite one example, the renowned author of *Obedience to Authority*, teaches graduate courses at the Graduate Center and undergraduate courses at City College, and conducts research on the social psychology of New York City life.⁸

An index of the research merit of CUNY faculty is their winning of ten Guggenheim Awards in 1978, the third highest total in the nation.

A special vehicle for promoting research among CUNY faculty members at a time of reduced private and governmental investments is the PSC-BHE Research Award

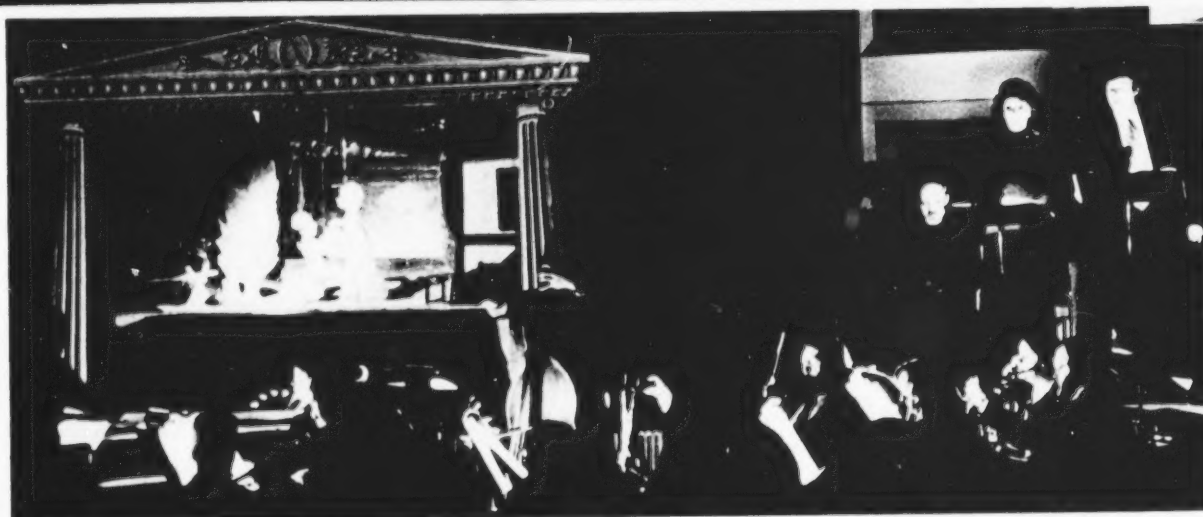
Program, which provides \$1.725-million annually by contract between the Professional Staff Congress and the Board of Higher Education. Among the projects for which recent awards have been granted are studies on the effects of day care centers on parental employment; modern American city planning; police patrolwomen in New York City; American immigration since 1945; the etiology of battered women and the evolution of community shelters; the process of defense and resistance in the city; a social history of New York City neighborhoods; the effects of tenant activism on the social process of building abandonment; and an assessment of the social impact of the West Side Highway Project.

In addition to such individual efforts, the University provides institutional services to the City at every level. In governmental management counseling and training, for example, CUNY offers: the CUNY Seminar/Internship Program in New York City Government for undergraduates; programs for city workers in conjunction with District Council 37; in conjunction with the City, the Urban Academy, primarily for the upgrading and advancement of middle management; and the Top Forty Program for the highest level of city managerial personnel.

The research component of the CUNY operation permeates every one of its colleges—through the graduate faculty, many of whom serve on joint appointments at the Graduate School and another college; through the doctoral program, conducted by the Graduate School at its own facility and in laboratories throughout the University; through the master's programs conducted by the senior colleges and the Graduate School; and through instructional programs that have heavy research components, such as urban studies.

Beyond the direct services rendered to the City by the University's research and technical resources, the prestige attached to the City by those resources cannot be overstated.

4. CUNY assumes the responsibility of serving the cultural needs of the City, its communities and its people.



The City and its communities are served by special cultural projects and events, and its people are served individually through special instructional programs.

The special cultural component ranges from the arts exhibits and musical and dance performances staged by the Graduate School in its Mall on 42nd Street, to the cultural activities conducted by every other college for its students and the surrounding communities, from the Medgar Evers Afro-American Art Festival to the Queensborough Community College Professional Performing Arts Series, the College of Staten Island's Speakers Bureau, and Hunter College's Seminars-on-Wheels, which give residents tours that explore the history and public policies that created today's New York.

The cultural needs of individuals are also served through the University's Adult and Continuing Education Programs. In 1963, 1,184 people were enrolled in such programs. In 1975, the number had risen to 9,232, more than sevenfold, and in 1977 to 17,006.

These programs serve multiple purposes. They include academic offerings, career-oriented courses (last year, Kingsborough Community College initiated courses in real estate licensing, insurance licensing and tax

preparation), and practical education. They are designed for the worker, the professional, the homemaker, the consumer—those who can profit from career advancement, cultural recreation, practical knowledge and lifelong learning.

While a profile of Adult and Continuing Education students has not been formulated, their average age is believed to be considerably higher than the already high average for regular CUNY students, with a large proportion of adults, workers, homemakers and retirees.



5 ■ CUNY's mission is to provide access without impediment to all qualified students—as a public responsibility and not as a last resort.

The fundamental mission of the University is to serve the residents of New York by providing "the educational programs necessary to ensure that full opportunity of access to postsecondary education is not compromised."⁹

Access is, first, a geographic matter: Borough of Manhattan Community College is the only comprehensive public two-year college in its borough, and the College of Staten Island is the only public postsecondary institution in that borough. All the CUNY colleges are physically accessible by relatively cheap public transportation to all the City's residents.

For academic and economic reasons, the University may distribute and redistribute the student populations of its various units. But it may not deny admission or real educational opportunity to any qualified student.

In this respect, City University differs distinctly from private institutions, where access is restricted. Among those students who applied and could presumably afford to attend the City's private institutions in 1977, only 64.8 per cent were accepted.¹⁰ At the most prestigious institutions, the rate is lower. Counting those deterred from applying by unaffordable tuition charges, private institutions are, for a majority of people, simply inaccessible.

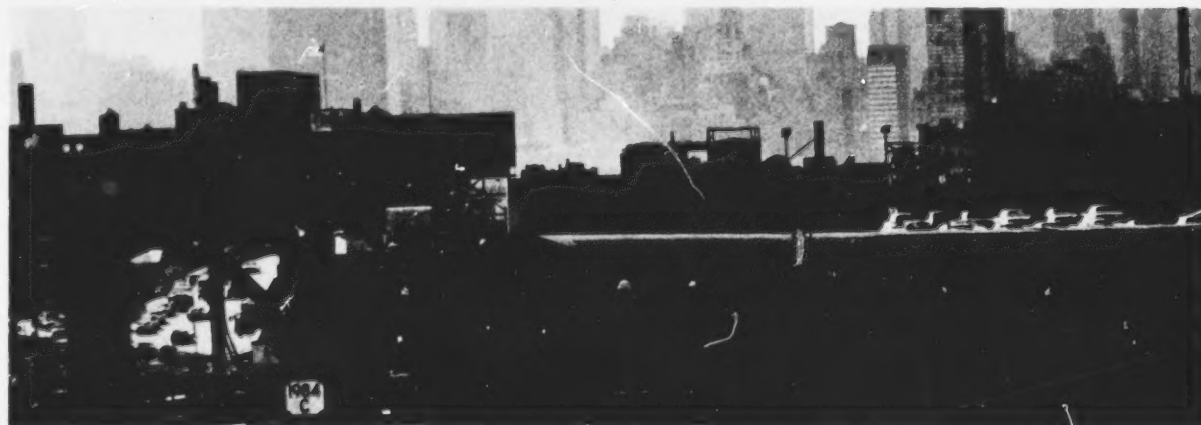
The imposition of tuition at CUNY in 1976, despite the compensating application of Tuition Assistance Program (TAP) grants,

established an impediment to access that, together with other policies that discouraged enrollment, resulted in an immediate loss of over 50,000 students and lesser subsequent losses. It is critical to recognize that, beyond the demographic factors that account for similar student enrollment decreases throughout the state and nation, these losses do not reflect a paucity of need or demand for access to public higher education in the City of New York.

For every resident of New York City, regardless of economic status, the University represents either the only opportunity for postsecondary education or the only such opportunity without excessive or impossible sacrifices in foregone income and tuition and other costs.

The University's commitment to the responsibility for access is, more than a matter of humanity, the City's primary investment in progress towards social and racial equity and its own recovery.

Access translates into the opportunity for social mobility and employment: The unemployment of college graduates is less than half the rate of that of other workers. The particular need in New York is for workers prepared for employment in the "knowledge industries." Additionally, the urgency of retaining a strong middle class in the City argues forcefully for the dependence of the City on access to its university.¹¹



6 ■ Integral to the opportunity to attend a CUNY college is the opportunity to succeed in college.



Since 1970, the University has eschewed the "sink or swim" policy practiced by other institutions.¹² Under that public policy, the institution's responsibility towards the student's success in college ends as he passes through its portals. And, in effect, those portals become revolving doors through which many students come and go, and go forever.

For access to be meaningful, the university's educational program must accommodate the needs of all its students, and CUNY is committed to that policy.

It is carried out primarily through an extensive remediation program that helps students overcome whatever scholastic deficiencies they may carry over from high school. Remediation is required of every student who does not achieve acceptable standards on placement examinations.

Successful completion of remedial work is required for advancement in regular college work. And the mastery of basic skills is required for advancement, after two years, into the junior year at the senior colleges.

Besides broad remedial efforts, and the tutorial services that accompany them, CUNY offers special programs for disadvantaged students: SEEK in the senior colleges, College Discovery in the community colleges, and the two CUNY-administered SUNY Educational Opportunity Centers, which provide college preparation for the underprepared. External Education for the Homebound, at Queensborough Community College, extends instruction to the physically disabled.

The cost of these efforts has a negligible impact on the University's cost-effectiveness, which is well above that of SUNY and the private sector (see Section 9). Their worth in student outcomes is inestimable.



7 ■ Integral to the opportunity to attend a CUNY college are the opportunities for a quality higher education and a variety of programs to meet the diverse needs, interests and career aspirations of its students.

The promises inherent in access would be false if the quality of the educational product were inferior. CUNY has articulated its mission in terms of quality higher education and has achieved that goal despite severe obstacles.

The measurement of quality is difficult in education. The evaluations of accrediting agencies, the accomplishments of the CUNY faculties and the records of CUNY graduates are some of the yardsticks of CUNY excellence.

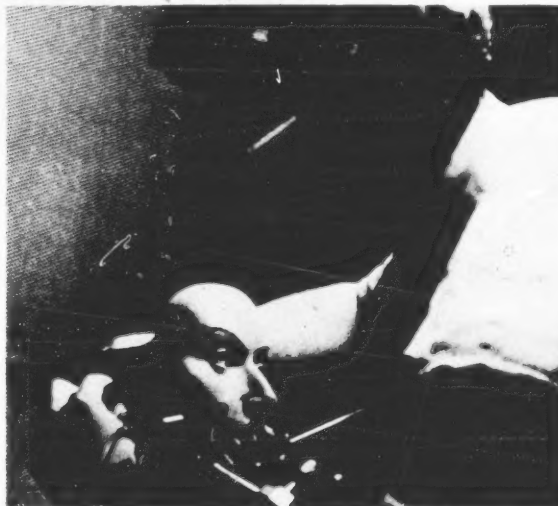
The measurement of CUNY's handicaps is more concrete. CUNY has managed to achieve and sustain its instructional quality despite unprecedented budgetary reductions, chronic instability, and widely acknowledged shortcomings in physical facilities.

The variety of CUNY opportunity has also suffered from these constraints. Graduate



and undergraduate course offerings have been curtailed for fiscal rather than educational reasons. Nevertheless, CUNY offers what is probably the largest selection of courses and programs available in one city anywhere in the United States.

CUNY's commitment to diversity of opportunity is essential to the realization of access. The University has rejected the proposition that its students should settle for the less rewarding, less prestigious and less challenging fields of endeavor, and instead has espoused the availability of every educational opportunity to the limits of every student's capacity.



8 ■ It is CUNY's mission to meet the particular needs of the University's unique student body, which reflects the population and the unique needs of New York City.



CUNY's student profile differs from that of any other institution in the state and nation.¹³ It reflects the particular needs of the particular population of the City of New York.

Among their distinguishing characteristics, CUNY freshmen are two-and-a-half times more likely than freshmen from colleges across the nation to come from families with annual incomes under \$8,000.

CUNY students are, on the average, older than the students of most American colleges. The mean age of CUNY students is over 25. Five in ten are over 21. Two in ten are 30 or older. Four in ten part-time students are 30 or older.

One in four students is a parent.

The majority of CUNY students have jobs. Another 14 per cent are seeking work.

Blacks and Hispanics comprise 43 per cent of the CUNY student body, compared with 15 per cent in New York City's private institutions.¹⁴ Oriental students are 4.2 per cent of the CUNY student population.¹⁵

One in four CUNY students lives in bilingual households. One in twenty lives in families in which English is not the primary language.

CUNY's students are nearly three times more likely to have fathers with an eighth-grade education or less, and more than nine

times more likely to be parents themselves.

Inherent in its mission to New York City, the University has assumed the responsibility of providing access to and effectively accommodating the particular needs of its distinctive student body.

Access and instruction for older, minority, and disadvantaged students are dramatic.

Beyond admission, CUNY makes college attendance meaningful to the disadvantaged through the kinds of instructional services outlined in Section 6, through special programs like Minority Business Training at Medgar Evers College, and through bilingual and English-as-a-second-language instruction.

Older and working students are accommodated by evening sessions and by such special programs as Queens College's Adult Collegiate Education (ACE); Brooklyn's Special Baccalaureate and its Institute for Retired Professionals and Executives; LaGuardia's Senior Citizens Program; Kingsborough's Mature Woman's Program; John Jay's flexible scheduling, which allows students to attend identical daytime and evening classes; Staten Island's Weekend College; day care centers and adult and continuing education programs, and tuition remission for those over 65.

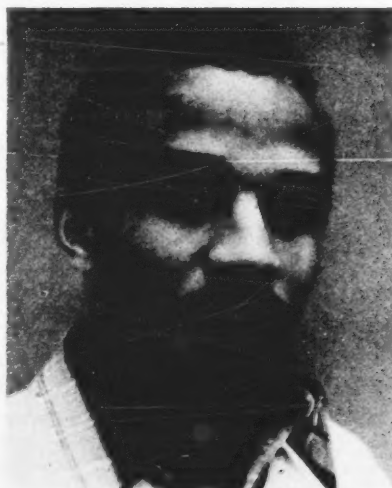
9 ■ It is the mission of the City University to carry out its responsibilities at the lowest possible cost to the taxpayer.

In facilities, the State Education Department reported that CUNY has 53.7 net assignable square feet (NASF) of space per student, compared with 119.4 NASF at the State University and 143.6 at the state's private institutions. In 1977, the Department reported that CUNY's share of the State's investment in higher education plant was 6 per cent, "far less than proportional to the University's share of student enrollments."¹⁶

The University's revised master plan for facilities needed through 1990, which cut previously authorized plans by more than half, would, if fully approved and im-

plemented, bring the overall University average to 80 NASF, still substantially below that of SUNY and the private sector.¹⁷

Operating costs at the CUNY colleges, at every level, have been similarly lower and often considerably lower than comparable costs at SUNY and the private institutions. In 1977-78, education and general costs at CUNY's four-year colleges and the Graduate Center were \$2,355 per student; in 1977-78, at the SUNY University Colleges, \$2,529; at the SUNY University Centers, \$3,633; in 1974-75, at all New York State private four-year institutions, \$3,903.¹⁸



10 ■ CUNY can assume and carry out its responsibilities to the City and its people only as one integrated and autonomous city institution.



CUNY is not and could not discharge its missions as eighteen separate colleges or by the division of its whole into parts. CUNY can fulfill all the responsibilities defined here only as a university, as a comprehensive university, as an integrated institution under a single governing board, and as a city institution.

Only through the governance of the University by a single board committed to the interests of the City and its people can all of those interests be satisfied as a public responsibility.

A board of higher education governing all the CUNY colleges is essential to provide the access, the opportunity to succeed, the quality and the variety required to meet the unique postsecondary needs of this City's students. Only through such central coordination are all of the City's particular needs accommodated. Only through central control are all the responsibilities assumed and executed.

The University functions as a university through the instruments of the Board of Higher Education; the central university administration, which carries out the Board's policies; the Council of Presidents, by which university policy is channeled to and influenced by the interests of all the colleges; the Board's collective bargaining relationship with the Professional Staff Congress, which represents the entire instructional staff, and other employee unions; and the student

senate and the faculty senate, which are represented ex officio on the Board of Higher Education.

The various aspects of University policy are established by the Board of Higher Education on the recommendation of its committees, and is carried out by the Chancellor and his staff. Academic affairs, for example, is the responsibility of the Board's Standing Committee on Academic Affairs and the Office of the Vice Chancellor for Academic Affairs. It is these bodies that administer, coordinate and ultimately control the academic programs of all the CUNY units and the academic policy of the university.

Through such central and integrated administration, the University can and does operate:

- A common system of pre-admission counseling, application, admission and allocation of students, through its Office of Admission Services and its University Application Processing Center—subordinating the local interests of each college to the needs of the entire City and its students—a vital instrument for the provision of access.
- A single facilities planning system and a single Construction Fund, which coordinate the planning, the financing and the construction projects of the entire University.
- An articulation system by which community college graduates meeting the University's retention requirements are guaran-

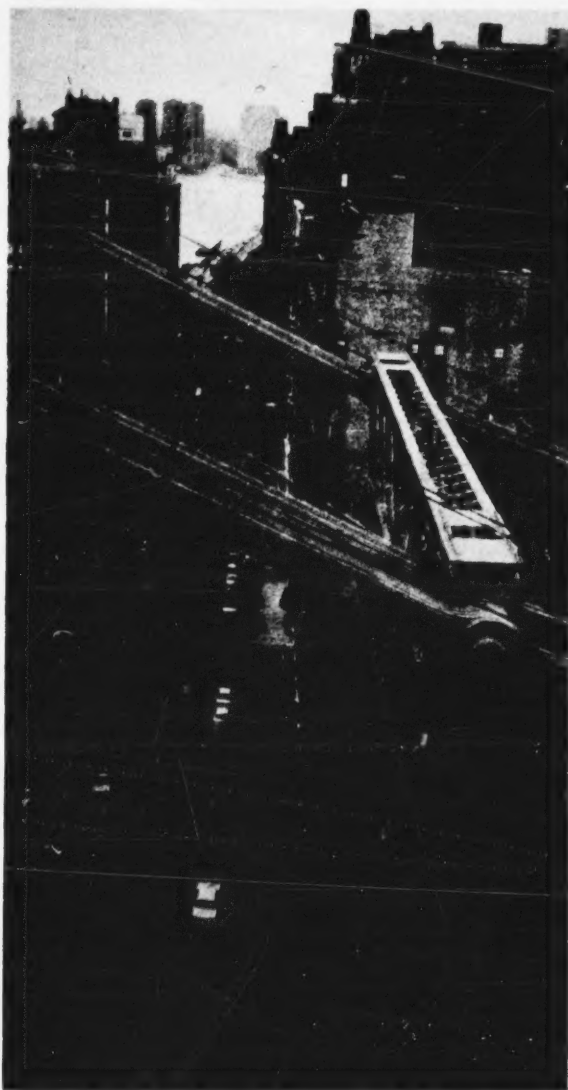
teed admission to a CUNY senior college.¹⁹ In the survey reported in Section 8, seven out of ten CUNY community college students were reported to be anticipating advancement toward the baccalaureate.²⁰ This is only one feature of the coordination that applies to every aspect of the University's educational program.

- University-wide instructional programs and facilities, such as the CUNY Baccalaureate Program in which students may formulate individual programs consisting of course work at different CUNY colleges and independent study under selected faculty; and CUMBIN (City University Mutual Benefit Network), a closed circuit instructional television network offering courses at five CUNY institutions.

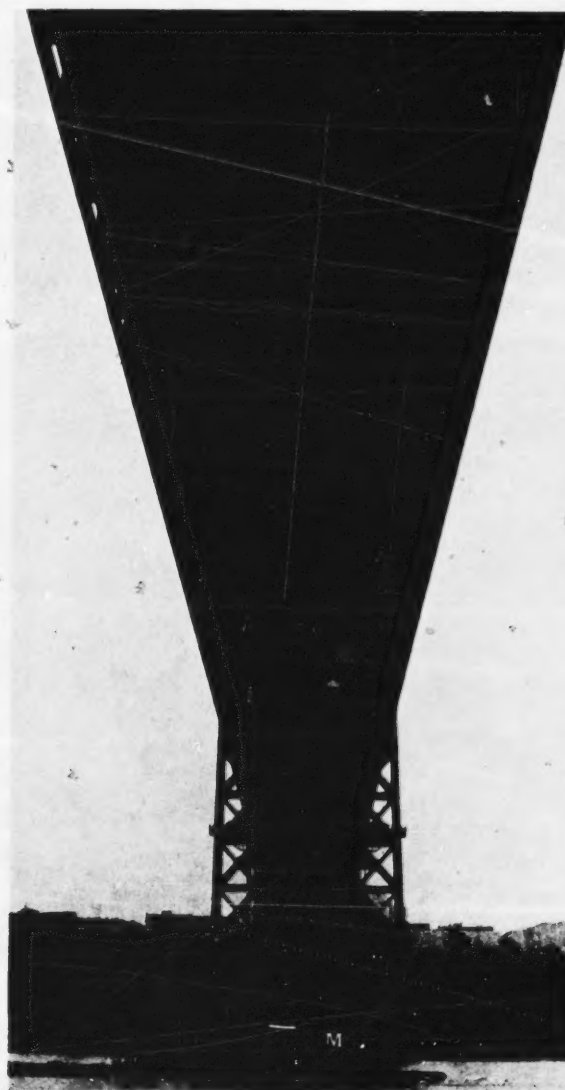
- Unified administrative systems—a single computer center serving the instructional, administrative and research needs of all the colleges and faculties; a unified accounting system, and a common set of institutional reports.

- The Graduate School and University Center, which offers the sole doctoral opportunities publicly supported in the City, and assures that CUNY's undergraduate students are taught by a creative, scholarly, research-active, contributing faculty.

The disruption of the University's integrity can be effected only at the cost of the University's capacity to discharge its responsibilities, through these structures, to the City and its students.



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THE MISSIONS OF THE CITY UNIVERSITY OF NEW YORK

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